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ABSTRACT

This state of the art report examines the postsecondary educational opportunities of Canadian police officers, specifically within the context of Canadian community colleges. The purpose of the project was to provide police executives with adequate information about the advantages and outcomes of higher education in general and about law enforcement programs available in 35 community colleges in particular. Section I of the report presents background information on police training in Canada, reviews police studies and research conducted at Canadian universities, discusses the types of education that are most appropriate for law enforcement officers, and provides definitions of relevant terms and concepts. Section II describes the programs offered in law enforcement at community colleges in six geographical regions in Canada, and also summarizes prior reviews of higher education in law enforcement. Additionally, a set of ten guidelines for evaluating community college law enforcement programs that were developed by the Selection and Training Committee of the Canadian Association of Chiefs of Police are presented and discussed. Section III applies these guidelines to evaluate academic programs offered in various community colleges. Appendices list committee membership and programs offered in Canadian colleges and universities, and present Ontario's program guidelines and a model for police education. (DR)

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POST-SECONDARY EDUCATION FOR CANADIAN POLICE OFFICERS: THE COMMUNITY COLLEGE

NOVEMBER, 1977

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ABSTRACT

This report examines the role of the Canadian Community college in the delivery of educational and training services to police services. The Selection and Training Committee of the Canadian Association of Chiefs of Police served as the advisory committee for the project. The Committee developed a set of guidelines for college programs and supervised their application to the various types of programs found across Canada.

In all, programs in 35 Canadian colleges were surveyed.

The report includes an examination of police roles, police training, and the distinctive roles of police colleges, community colleges and universities. The literature relative to higher education for police officers, to guidelines and criteria for college programs and the effects of post-secondary education on police officers were reviewed.

Canadian college programs were described on the basis of published materials, interviews with college and government officials from every region of Canada, and questionnaires mailed to the colleges.

The Canadian Guidelines for Community College Programs in Law Enforcement consist of ten statements. The effect of these is that programs should restrict professional law enforcement/criminal justice topics to less than one-half of the program and emphasize the liberal arts and social sciences. A major criterion is that most credits earned in such a program should be transferable to a university. These recommendations are based on the premise that there is now in Canada a well established and accessible system of police training institutes and colleges in Canada which meet the basic training and technical skills training required by the Canadian police community. The report

encourages the colleges to extend their educational and training services to police forces to assist them in the areas of up-grading, in-service education and professional development. Recommendations are made to administrators of police services not only to utilize the services available from the colleges, but also to support the higher education of police officers through appropriate personnel policies.

PREFACE

This study belongs to the police community of Canada. It is a good and efficient community with traditions which lend it pride and prestige, not the least for its ability to adapt to changes in Canadian society. In addition to the technological advances in policing, programs in preventive policing, community education, and diversion programs for young people are found in many police forces.

As well, new management techniques such as program budgeting, personnel development and team policing are practiced by our larger police forces. To cope with such changes, new skills and attitudes must be developed. Our police officers have turned in large numbers to Canada's educational systems for assistance, at times on an institutional basis, but most often as individual students.

Generally, the Canadian academic community has not responded well to this phenomenon. No university has either an active professional program for law enforcement officers or an active research program in this area. The major educational response has come from Canada's community colleges. It is hoped that this involvement will grow and adapt to meet the police officer's needs. However, as shown in this report, the community college response has often been inappropriate.

This report is addressed primarily to the commanders and leaders of Canadian police forces. It is hoped that they will use the data of the report as a basis upon which to request appropriate programs from local educational institutes, that they will make more and better use of the educational facilities available to them in their communities, and that their personnel policies will

reflect the need for development and nurture of highly educated police officials which our society will require in the years to come.

This study was funded by the Canadian Police College which is directed by Chief Superintendent R.G. Moffatt, RCMP. The Canadian Police College, the Director and the staff were helpful in every aspect of the study. The College provided offices and support services. Mr. M. Martin, Manager of Research and Program Development of the College assisted greatly in initiating the project, and in helping in every phase from design to completion, as consultant, advisor and administrator of the project.

The Selection and Training Committee of the Canadian Association of Chiefs of Police (CACP) provided support for the study in a substantial manner. They gave this study a high priority and gained support for it with the CACP. Members advised the project director, developed a set of guidelines for college programs, and gave direction as to how they were to be applied. That a group of respected police chiefs, most of whom directed major police forces gave up so much of their time for this project, was most gratifying.

I would also like to acknowledge the support of Chief Douglas Burrows of Peel Regional Police Force, the chairman of the committee, and of Mr. Bill Harasym of the CACP secretariat for his assistance as secretary of the committee.

Miss Suniti Paranjpe served as the research assistant for the project from June 1977 to its completion. Mrs. Diane Common and Mr. Tom Eades also assisted in the project on occasion. The University of Ottawa provided me with leave so as to undertake the project.

Finally, I am indebted to all those police officers, college officials, member of police commissions, and officials of ministries of higher education,

of finance, of justice, of the attorney-general and of the solicitor-general who provided data for study.

August, 1977

Robert O'Reilly
Ottawa

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CHAPTER I

BACKGROUND

The present study is one of a series conducted by the Canadian Police College in the area of training and education for police officers in Canada. One recently completed study deals with the recruit and basic training of police officers (20).[1]

This project is concerned primarily with programs designed for the law enforcement field and offered by Canada's junior and community colleges.

An analysis of training and education programs for police officers has been a priority for the CACP since the report Selection and Training of Police Officers-Phase I, 1974 by Jackson (48) appeared.

The Jackson Report was to be only one of a series of studies, but the full study plan was never implemented. Consequently, this project fills a need which Canadian police executives have felt for some time.

POLICE TRAINING IN CANADA

The responsibility for the training and education of Canada's police officers has traditionally rested with the individual police forces. Our national and provincial police forces have developed adequate recruit training programs supplemented by extensive in-service activities. Similarly, a number of large urban municipalities did establish their own police academies which provided recruit and advanced training. Recently, some Canadian provinces have

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1 In this report a keyed bibliography is used. Numbers in brackets refer to the number assigned to the reference in the bibliography which is in alphabetical order. Numbers appearing after a colon indicate the page or pages where the source item is found.

established centralized police colleges to provide training and education services to all police officers within the province. A majority of police recruits in Canada will have completed an extensive, well-designed recruit course of approximately 15 weeks or longer. The Royal Canadian Mounted Police (RCMP) program extends 26 weeks. Officers in Quebec, Ontario, Saskatchewan and British Columbia must attend a recruit course at their provincial police college (65;66;67;59;12). The first three provinces provide a 15 to 16 week course; British Columbia has a program of 3 years consisting of 5 blocks of alternating training sessions and field experience (12). The Cities of Winnipeg and Brandon provide recruit courses in Manitoba. In that province, the Cabinet Policy Committee for Health, Education and Social Policy (HESP), has since 1974, been considering a proposal to establish a Provincial Police College (submission to HESP, dated December 5, 1974). The proposed recruit course would last 26 weeks. In the Maritimes, Halifax and St. John's provide recruit courses, and other centers, notably Charlottetown, St. John and Fredericton will only hire experienced police officers or graduates of the one-year long program of the Atlantic Police Academy. The Cities of Edmonton and Calgary provide recruit programs which are housed in the local community colleges. Other Albertan cities now hire only experienced police officers or graduates of special 2 year programs at the Lethbridge Community College. Due to the major efforts of police administrators in Canada these past few years, very few newly-hired policemen in Canada have not had a substantial recruit course.

The opening of the Canadian Police College in Ottawa in 1976 completed the general structure of police training in Canada. This College, managed and operated by the Canadian Police Services of the Royal Canadian Mounted Police, and guided by a nationally representative advisory board, offers

programs for police supervisors, managers and specialists. The College has a mandate to provide leadership and co-ordination in the field of police training. It is expected to provide training and educational services to all police forces in Canada. Thus, the majority of police officers in Canada have access to, and often are required to attend, police academies and colleges, operated by police agencies and staffed, almost exclusively, by experienced police officers.

The traditional mode of training policemen had been the apprenticeship model, whereby the young officer developed skills in his profession by on-the-job training, imitation of more experienced officers, and by attempting to put into practice various rules of thumb, and "practical advice" preached by his superiors (47).

Much of this training is now formalized into recruit training courses offered at police college and is supplemented by an introduction to the social sciences. Many police instructors at such colleges stress the two-fold aim of developing technical skills and competence, and the socialization of the recruit into the police fraternity (23:42). Consequently, recruit courses emphasized the demonstration of techniques or "how-to-do-it", and the engendering of a "police attitude" that is, a generalized set of beliefs and attitudes which characterize the policeman's approach to his job[2] (59). The American President's Commission on Law Enforcement and ADministration of Justice sums it up as follows:

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2 This process of socialization of individuals into their roles, or role induction, has been extensively documented from studies in professional schools for lawyers (53) physicians (4;5;6;55) and teachers (24). There appear to have been few adequate studies of police socialization. The available literature is either anecdotal, or it relates only to the alleged acquisition of negative attitudes, such as authoritarianism and cynicism; for some examples, see Chandler (23), Harris (42). An exception is the study of Preiss and Ehrlick (63).

> Current training programs (for police officers in the U.S.A.), for the most part, prepare an officer to perform police work mechanically, but do not prepare him to understand his community, the police role, or the imperfections of the criminal justice system (81:138).

Canadian recruit courses have been altered to correct these problems, but the time available for these topics is limited.

It should be noted that although police are charged primarily with the task of crime-related law enforcement activities, most of what the police do is not related (at least in any direct sense) to criminal havior (68). One statistic for a high crime area of Chicago indicates that only 15% of police calls are crime related (54). The Ontario and British Columbia Police Commissions believe that 80% of a Canadian peace officer's time is spent in crime prevention and community service (12).

Actual Canadian data is provided by a study of Montreal policemen (36). For a sample of 903 police officers (all ranks) from 4 police stations which represent a range of crime levels in the city, an analysis of data indicates that 10% of total time was devoted to activities directly and indirectly related to anti-criminal work, 30% to non-crime related work and 60% on patrol. A current study by Lt. Reynald Boucher of the Montreal Urban Community Police Department is obtaining similar results.[3]

A recent analysis of all phone calls to the Vancouver Police Department reveal that 49 per cent of calls for assistance are classified as law enforcement (e.g. assault, break and enter) and 47 per cent were classified as service (domestic disputes, disturbances, keep-the-peace). Almost half of all patrol time was taken up with the latter. The remainder were not classifiable (51:38).

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3 Personal communication.

It is with the broader issues of the policeman's role - crime prevention, police-citizen contact, the involvement of police in the total social defense system of the community - that the traditional methods of police training are inadequate. In fact, many of the dimensions of these broader tasks are still ill-defined (16). A paper by Tardif is one Canadian example of an attempt to define some of these roles (76). A fuller treatment is given by Short (72).

THE UNIVERSITIES; POLICE STUDIES AND RESEARCH

In the realm of research, the police-oriented research can be divided into two classes. There are extensive hardware and equipment-oriented studies, mainly conducted by the RCMP. Management and social science based studies are limited and sporadic. These are occasionally conducted by larger police agencies but most are now conducted by, or under contract to, the Canadian Ministry of the Solicitor-General. The evolving Solicitor-General police oriented research program aims at providing a full range of research programs on all police related topics.

Some university-based research on policing has been conducted, primarily by the larger university departments of criminology at Montreal, Toronto and Ottawa. However, since academics in general have not found police-based research to be rewarding, most of their police-oriented research is the result of a Solicitor-General contract.

Universities the world over have not developed academic or professional programs for the police officer, although they have programs in related areas such as law, criminology and public administration. The United States is the major exception. Associate, bachelor, master and doctoral

programs are now available in over 700 American colleges and universities. This type of American academic program originated in 1916 when August Vollmer, chief of police in Berkeley, California, established a university program for police officers at the University of California. These programs were sufficiently widespread by 1967 that the United States President's Commission on Law Enforcement recommended that college and university studies be required for all police managers, and eventually for all police officers. Other experts have also made similar recommendations (9)[4].

Canada has not yet followed this American example. No Canadian University has a degree program designed for police officers, although two (Regina and Winnipeg) are currently seeking approval for such. A number of Canadian Universities offer certificate programs to meet the needs of police officers, usually through their extension departments. The proportion of police officers who register for these extension courses and certificates is very small and the numbers who register in the regular degree programs of universities is also very small.

EDUCATION AND THE POLICE OFFICER

The educational requirements for police officers in Canada vary. Although no provincial law at the present time requires high school graduation for police recruits, several provinces are preparing such legislation. In fact, many police forces have required such a standard for several years. The

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4 Not all American reports support this view. Arguments against college training for policemen are based on the difficulties of recruiting, the routine nature of police work, and lack of proof that college educated police officers perform better than those without a college education. See Chapter II which reviews this literature.

educational attainments of Canadian police officers have risen in recent years. In Ontario, in 1976, almost ninety per cent of all candidates at the Ontario Police had completed grade 12, whereas in 1966, less than fifty per cent had achieved that level.[5]

And yet, there appears to be a need for more than a high school education for police officers (25). As the costs of police services take increasingly larger proportions of municipal and provincial budgets, comparisons are being made between the educational qualifications of managers of police services and those of other major services, such as education, engineering services, and public administration. As the general educational level of our society increases, comparisons are made between the educational requirements of police officers versus those of comparable employees in the social service sector whose salaries have fallen behind those of police officers, at least in major urban areas, but whose professional and educational stuanding has exceeded that of the police officer: the elementary school teacher, the social worker, the nurse.

Finally, it is felt that the nature of police work is changing and that the job now requires a professionalized policeman who can adequately comprehend the role of modern policement in our rapidly evolving society, both for their own survival, and for the benefit of the citizens they are called upon to serve.

Particularly during the past ten years, a new type of educational institution evolved in Canada to fill the needs for training and education which neither the high school nor the university was prepared to offer. Variously called the junior college, community college, college of applied arts and

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5 Data supplied by Mr. J. Mennill, Director of the Ontario Police College.

technology, college of general and professional education (college d'enseignement général et professionel: CEGEP), each developed in certain patterns according to the needs, opportunities, and educational philosophies of its respective province and locality (14).

These are the institutions which moved most directly to attempt to supply training and educational service to police officers. The growth of these programs has been rapid; from 5 colleges with police-related programs in 1971, to 24 in 1974 to 35 today. Many of these programs are well-attended by serving police officers during their off-hours. One college in the Montreal–area reports an attendance for one year of almost 1,000 registrants (67). This growth reflects the American experience. In 1965 there were fifty colleges offering police courses; by 1975 there were seven hundred and fifty.

For those who look forward to the increasing professionalization and and competence of the police in order to serve capably in the future, this growth is heartening. However, police chiefs and others responsible for personnel policies of the police services now require some assistance to evaluate this new element in police education, one which is outside the direct control of police agencies. Police-oriented education outside of the police service, academy or college is an innovation. Many police officials have never experienced the community or junior college and they are unable to appreciate its role. And finally, a college-level program for police officers is itself a novelty.

DEFINITIONS

College. A college is a post-secondary education institution which provides some of the following services:

(i) the first two years of a university degree program. These programs are referred to as "transfer programs". Colleges which offer this service almost exclusively are called junior colleges. Most former junior colleges have either become degree-granting institutions or have expanded their role to serve a wider segment of the community.

(ii) courses of one to three duration which prepare individuals for immediate employment in a variety of semi-professions, trades and highly skilled technologies.

(iii) short courses for academic upgrading, improvement of skills, in-service training, leisure, or any other legitimate education purpose.

(iv) programs whereby community groups or individuals can study community problems and work toward solving those problems.

(v) a variety of personal, vocational and educational counselling services available to the public and/or its students.

(vi) community services which include libraries, resource centers, inventories of qualified persons, facilities to instantly organize workshops, seminars or courses for any group which requires them.

Common names in Canada are community colleges, institutes of technology, colleges of applied arts and technology (CAAT), and colleges of general and professional education (CEGEP).

University. A university is an educational institution which offers degrees. Whereas some may be limited to a four-year B.A. degree, most Canadian universities also offer a range of graduate degree programs. Although much of the literature, particularly the American sources, refers to many degree granting institutions as colleges, in this report the word "university" will be used to denote these institutions.

THE PROBLEM

This study focuses on the role of the community and junior colleges, including the Colleges of Applied Arts and Technology of Ontario and the Colleges of General and Professional Education of Quebec. Generally speaking, any educational program offered at the post-secondary level, but not including those forming part of a formal degree program at a university, are included in this study. In addition, certain "transfer" programs at Junior Colleges are also encompassed within the terms of the project.

The Selection and Training Committee of the Canadian Association of Chiefs of Police (CACP) served as the directing committee of the project. The objectives of the study were approved by the CACP at its annual meeting in August, 1976.

The purposes of the project were formally defined as:

(i) to collect information from Canadian Community Colleges and CEGEPs on their training and educational programs which are designed for police officers and officials, and

(ii) to organize and review this information in order to determine the role of the college programs within the structure, requirements and current conduct of police training.

The particular responsibilities of the CACP Committee are as follows:

(i) to advise the project director on all matters related to the conduct of the project;

(ii) to determine criteria for community college programs which are designed for police officers;

(iii) to determine to what extent college programs meet those criteria, and

(iv) to review the final report before it is submitted to the College.

Any project of this nature should begin with the question: "Who is the primary client (or target) of the evaluation?" In this case the target is the chief executive officer (police chief) of a Canadian police agency or police force. We wished to provide information concerning local educational resources so that these executives could make appropriate educational and personnel policies.

Given that not only are community college programs for police officers a relatively new factor in education but that the role of the community college itself may be relatively vague in the minds of police executives, this project seeks to gather information, and provide some assessment about the college program. This may assist the police executive to establish some alternatives in his training and development programs and make some changes. He may therefore use the report to evaluate the quality of resources and arrive at improved policies and practices. It is in this context that the project seeks to evaluate the community college programs. Evaluation is defined as providing useful information to decision makers (72).

The next chapter discusses the nature of post-secondary education for police officers in Canada, reviews the literature with respect to past surveys, the effects of post-secondary education on police officers, and describes the guidelines for college programs which were developed by the Selection and Training Committee of the CACP for this study.

CHAPTER II

EDUCATIONAL PROGRAMS FOR POLICE OFFICERS

COMMUNITY COLLEGES IN CANADA

There have been junior colleges in Canada only since 1935. Ontario passed legislation creating the Colleges of Applied Arts and Technology (CAAT's) in 1965 (58) although some were not established until 1969. Quebec's colleges were also created in the mid-1960's (65), while the prairie provinces established community colleges in the late 1960's. While British Columbia had had a day college for adults for some time, the community college is a recent innovation there as well. Although the Maritime universities have long been active in community education, their first community college is Holland College in Charlottetown, founded in 1969 (14:224).

A community college is defined as "a non-degree granting public or private institution offering vocational or university parallel studies, or both, in programs of one, two or three years' duration (14)." The community colleges offer technical programs which prepare the student for a technical profession, or provide courses for students who wish to continue their education at their own pace or who have to up-grade their vocational training to keep pace with new discoveries in their field. Essentially, a community college seeks to locate the needs of the community (including those needs which the world of employment expresses) and then design programs which satisfy these needs.

There has been, since 1965, very rapid growth in the number of colleges which are community oriented and a corresponding growth in the number and range of courses they offer. As the colleges are geared to the needs of the community, there is a lack of uniformity among the colleges. Each community has specific needs which are unique and thus, the type of community

college to satisfy these needs varies from community to community. Some colleges offer university transfer credits facilities, others offer courses which answer to community needs, or offer vocational and technical training, or provide general liberal arts programs of a limited nature or professional courses. Some colleges have established campuses, others (notably in Saskatchewan) operate through schools, community centres or public halls, thus offering smaller programs of different types.

The programs offered usually are of shorter duration than university programs and the practical is emphasized before the theoretical aspects are discussed. Field work or internships play an important role in many programs. Unlike university admission requirements, community college admission requirements are of varying levels to ensure flexibility. Many programs are job-oriented so that the product is a skilled craftsman or technician rather than a scholar or professional.

Community colleges reach out into their communities and have greater interaction than universities. They attempt to sensitize the community to its needs and are not above, on occasion, marketing for their students in the employment field. Usually there is a great concern for the student and extensive counselling is carried out in terms of family, educational and vocational guidance. The emphasis in these colleges is on preparation for a job rather than research and scholarship.

The next section describes the types of colleges found in each region of Canada, and descriptions of programs they offer.

PROGRAMS FOR POLICE OFFICERS BY REGION

British Columbia

Of the fifteen colleges in the Province of British Columbia, three - Douglas College, Camosun College and Vancouver Community College - offer programs of interest to this study.

Vancouver Community College (Eric Hamber Campus) has a "Police Administration Certificate" program which aims at providing police officers with "the skills and knowledge which are not a part of their daily professional work" (82). At the Langara Campus the College offers a two-year program for full-time students.

Camosun and Douglas Colleges offer programs which are primarily designed to educate students preparing for a career in law enforcement or in the Criminal Justice system. Most of the courses at these colleges have university transfer credits and are therefore evaluated by the universities on an ongoing basis. The Langara program has similar objectives but it lacks the links with the University. Five of the twelve required courses are eligible for university transfer credit.

Both Douglas College and Camosun College also provide additional training facilities to government bodies such as Canada Customs, B.C. Corrections Branch, the B.C. Government's Mining, Highways, Health and Consumer Departments. In a sense these courses are utilized as admission requirements, promotion requirements or updating/refresher courses for these government departments. Douglas College offers courses for the recruits of the British Columbia Police College which are accepted as an integral part of recruit training. (Most of the emphasis in the law enforcement programs is on

police-type training with an introductory course in the social sciences). Douglas College also provides some courses for the Western Canadian Penitentiary Service Staff College and provides credits for those courses.

Camosun and Douglas Colleges function as junior colleges in that their students may complete the first two years of the criminology degree program of Simon Fraser University while they complete their law enforcement program. Thus their staff and courses must meet university standards. However their program goes beyond normal university studies and it gives students a true introduction to police work. The programs are interdisciplinary, and the police students are not segregated into separate classes.

The Vancouver Community College program at the Eric Hamber Campus is somewhat different. It provides a more vocationally-oriented program which is conducted by part-time instructors who are not academic specialists in the subjects they teach. The Langara campus program appears to be in the same mode as the programs of the other two colleges in the province.

Alberta

The province of Alberta has three colleges offering law enforcement programs: Mount Royal, Lethbridge, and Grant MacEwan. The three colleges offer a two year program in law enforcement which is available to all interested students. In addition, the cities of Calgary and Edmonton conduct their recruit courses in the local community college. Lethbridge is more concerned with the provision of trained personnel to those agencies with little or no training facilities, e.g. City of Lethbridge and other police forces.

The major emphasis in content is placed upon law enforcement training with a limited exploration of behavioral sciences. Specializations in

corrections, commercial security, criminal justice system and law enforcement are offered. The transfer of credits to universities is partially possible at Lethbridge; Mount Royal is currently applying for university transfer of credits.

Mount Royal College conducts special short term courses or workshops in 'Supervision' and 'Management' several times a year. In general, the Alberta Colleges contract with agencies of the governments of Alberta, Saskatchewan, Manitoba, British Columbia, Northwest Territories and the Yukon to provide short in-service seminars for full-time law enforcement personnel and other employees. Thus, these colleges are doing more to bring training resources to personnel in the field.

Staff members of these programs represent a mix of academically qualified personnel and those with police, military police or corrections experience.

Saskatchewan and Manitoba

The Province of Saskatchewan has a network of fourteen community colleges. Among these are Lakeland Community College in Lloydminster, Alberta, which is an Alberta/Saskatchewan interprovincial college; and the Saskatchewan Indian Community College. All the colleges are low-profile, community-based organizations. They seldom have their own buildings; they are located in community centres, shopping centres, secondary schools or other available local space. They do not offer university-transfer courses. To date they have not provided any police-related courses, nor are they expected to provide services in this area in the near future.

The University of Regina, which houses the Saskatchewan Police College, has a Human Justice Service Program. This program, originally funded

by the Federal Solicitor-General and developed with the assistance and encouragement of the Saskatchewan Association of Criminology and Corrections, and the University Faculty of Social Work, now offers a two-year certificate program in Human Justice Services. A four year degree program is planned (35); the provincial government authorities have been asked to approve the four year bachelor degree program as well as a graduate degree program, but to date, no decision has been made on these submissions.[6] For a description of this program, see the section which deals with university programs.

The Province of Manitoba community colleges are few in number, and most are essentially technical institutes in the process of becoming community colleges. The Winnipeg area is served by Red River Community College, which offers a wide variety of non-university transfer courses. Community college programs are currently being developed to meet the needs of corrections personnel, but no programs are anticipated for police officers.[7] The Winnipeg Police Commission (letter to the Manitoba Police Commission - dated 24 June 1976) and the Winnipeg Police Department (letter to the Manitoba Police Commission - dated 3 June 1976), have stated their intention to favor a police science degree to be offered by the University of Winnipeg. This degree would be offered by the Insitute for Urban Studies and the Faculty of Arts and Science of the University. However, this program has not yet been approved by the University Grants Commission, which is the provincial body which regulates university programs and allocates funds to the universities. In the interim, the Faculty of Arts offers a law enforcement program within the B.A. curriculum.

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6 Personal communication from Dr. Ken Wallace of Saskatchewan University Commission, June 8, 1977.

7 Interview with John Greeneway, Ministry of Colleges and Universities, 28 March, 1977.

At the present time, the only post-secondary program available to police officers in the law enforcement related field is a part-time certificate in criminology offered by the Extension Department of the University of Manitoba.

Ontario

The Province of Ontario officially organizes all police training about the Ontario Police College at Aylmer, Ontario, and at various training centers conducted by local police forces and the Ontario Provincial Police. Police recruits in Ontario generally are secondary school graduates (grade 12). Basic training includes a combination of in-service training, field experience, and 15 weeks of training at the Ontario Police College. The College is directed by the Ontario Police Commission, and is managed and staffed by experienced police officers, some of whom are seconded for two-year periods from police departments. In addition to the recruit course, it offers a variety of specialist and supervisory courses (59).

Ontario has an extensive system of Community Colleges spread throughout the Province. Many of these Colleges have a number of sub-campuses in neighbouring towns and cities. Thirteen of these colleges offer two-year post-secondary programs in law and security administration. Each program has an advisory committee, which includes senior officials from local and regional police departments, and others who work in the areas of industrial, government, penal, or military security. Most colleges offer both full-time day courses for students preparing for careers in policing or related careers in the

social justice and security systems. They also offer the program on a part-time evening basis for serving police officers and other workers in related fields. The college programs consist of a variety of academic and professional, required and optional courses.

Each college develops programs which are intended to meet the needs of groups other than the police as well as police requirements. The major group served in addition to police is the private security field, but often the same basic program is made available to personnel in corrrections, court administration and customs and excise groups. Entrance requirements are generally grade 12 and a successful interview. Due to the objectives of the program, no medical or physical requirements are set.

The curriculum is divided into 5 parts: grammar, report writing and speech; administration of justice and law enforcement; security; social sciences; some field placement where practicable (Provincial Program Guidelines for Law and Security Administration, 1976, see appendix D). With the exception of some social science courses and other options, there is a significant overlap between these programs and what is offered at the major police recruit programs in Canada.

Staff members are hired primarily for their experience and ability to communicate; academic credentials are of secondary importance. Consequently staff members, particularly co-ordinators, have extensive police, military or penal experience. Academic background ranges up to a B.A. but seldom exceeds that level.

Despite this large, readily available resource, there is no mention of the college programs made in the Ontario Police Commission Report on Police Training (59). This lack of official recognition poses the question of the role of

college programs in the education of Ontario police officers.

Of some interest is the program at St. Clair College in Windsor. It is a one-year program in Security Administration. It is designed for prospective employees in the private security field; an option for customs officials may be added. Apart from one basic course each in psychology, sociology and oral communication, the entire course is devoted to basic, practical skills. The program is job-oriented: it aims to graduate technically proficient security agents. There are no pretensions about the academic quality of the program; the claims are limited to the competence of the graduate to perform in a security capacity.

Quebec

The Province of Quebec has adopted the most radical transformation of police training by capitalizing on the facilities of their unique post-secondary institutions, the "Colleges of General and Professional Education". These are usually referred to in the French idiom as CEGEPs. (collèges d'enseignement général et professionel). The Quebec student, completing the secondary phase of his education (generally after 11 years of schooling), enters the CEGEP. There he may take a variety of two year academic programs leading to university entrance for a three-year university degree program, or he may select a three-year professional program. One grouping of such professional programs is labelled human sciences. The potential police officer is directed to grouping of courses in police science within this grouping. The program includes the courses required of all CEGEP students, which are 4 thirty-hour units of language, and 4 units of philosophy. In addition, there are courses in behavioral science, management, law enforcement, criminology, and police methods. The

second half of the third year is completed at the Quebec Police Institute at Nicolet, Quebec. The Institute is operated by the Quebec Police Commission in co-operation with police officials in the Province of Quebec. The staff of the Institute includes police officers, law enforcement and security specialists, and related professional personnel, as well as staff members whose background is mainly academic. The mix of police officers and academics varies according to the nature of the course: recruit training is mainly conducted by police officers whereas certain speciality programs are conducted by a mix of policemen and academics (66).

Although the program outlined above is currently optional, it is expected that all newly appointed peace officers in Quebec will be required to have completed this program in the near future.

The orientation of the CEGEP programs may be termed as pre-professional. Completion of this type of program (including the police technology program) entitles the graduate to apply for admission to a professional[8] program at the university (law, administration, education, criminology). For this reason, the program includes certain background courses which are not necessarily pertinent to police work, e.g. statistics. The first two years of the program consist of courses in language, humanities, philosophy, mathematics, sociology, psychology and administration. During these two years, there are 7 half-courses (out of 24 half courses) which are related to justice or police topics. See appendix E for a list of courses.

The following half-year (which precedes the fifteen week course at the Quebec Police Institute) is devoted entirely to police methods and techniques. One can assume that much of this last semester overlaps the material covered in the recruit course.

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8 Professional as opposed to academic (e.g. philosophy, literature, science, psychology, mathematics).

This program is strictly limited to those students who meet all the physical and medical requirements for police work as described in the Police Act. All students are interviewed and the committee must be satisfied that the candidate is committed to police work as a career and has the proper aptitude for such a career.

The Quebec programs were devised within the Ministry of Education and there was little police participation, although each campus makes use of local police officers as part-time faculty members and lecturers. The staff members of these programs have little or no police background; most have advanced degrees in social science or criminology, or degrees in law.

The Quebec program grants to each graduate a college diploma (diplôme des études collégiales - D.E.C.). Inasmuch as the length of this program is 14 years of schooling, the D.E.C. can be considered as comparable to the American Associate (A.A.) degree, granted to junior and community college graduates. Thus, the Quebec program meets the requirements for police officers recommended by the American Commission on Law Enforcement (81:126). The program also would meet the general criteria promoted by the International Association of Chiefs of Police that police training (e.g. the semester at the QPI) is a function of police officers, and police college education . . . "must be firmly rooted in the academic community . . . " (50:38). However, to what extent these initial impressions are justified by the study of course titles is not known at the present time. In an analysis of American Associate degree programs in the United States, Prout found many instances where seemingly academic programs offered little more than occupational

training (64). However, Quebec's curricula appear to be strongly oriented toward the academic in the first two years and vocational in the third year.

The Maritimes

The Atlantic Police Academy in Prince Edward Island provides a 'Police Technology Program (Cadet)' for a duration of 33 weeks. The content of this program is basically police skills training with a minimum of social sciences. This program is becoming a requirement for employment in some of the police forces of Nova Scotia, New Brunswick and Prince Edward Island, since, with the exception of Halifax and St. John's, Newfoundland, there is no other recruit course available in the Maritimes. The Academy also conducts short-term in-service training courses in the fields of police science, supervisors, emergency situations tactics and evidence seminars.

Memorial University of Newfoundland offers a 3 year program in 'Law Enforcement and Community Relations' and a 3 year 'Criminology Certificate Program'. The law enforcement program is restricted to police officers and is, in fact, custom designed for the Newfoundland Constabulary.

The content of the Law Enforcement and Community Relations Program is fairly evenly distributed between police skills and social sciences. An evaluation was made of this program in the Canadian Journal of Criminology and Correction by Stebbins and Flynn (74). After a systematic observation based on the behavior of policemen and their attitudes, there appeared to be differences between those police officers who were registered in the college program and a comparison group of police officers. The roots of these differences appear to lie in the perceptions that police officers have of their clients, in particular, the assumptions made by police officers of the

perceptions which the clients have of the police officer's role. The study was well-designed in that it was based on sound sociological theory and employed appropriate research techniques.

The staff at the Atlantic Police Academy are all former police officers. The Memorial program has no full-time staff; its part-time staff is composed of lawyers, university professors, a doctor and the St. John's Chief Constable.

The University of New Brunswick at St. John has established a police certificate program for serving police officers. This is open to all police officers (as mature students) and provides a mix of specially designed non-credit courses and related academic courses. Candidates can earn up to one year of university credit toward a degree during the course of completing the two year certificate program. A certificate program in criminology is offered by St. Mary's University in Halifax.

Comments

In those colleges where a distinction is made between a university-transfer or academic program and a career-oriented program, the latter is often referred to as a professional program, a terminal program, or a non-university program. These distinctions are quite common in the American colleges and are also evident in the Alberta and Quebec colleges. Law enforcement/criminal justice programs invariably fall into the career-oriented or terminal category. The exceptions are found in British Columbia where a considerable proportion of the criminal justice program is transferable to the university. The program at Lethbridge falls somewhat between the two extremes, as the criminal justice graduate can transfer from one half to one year of the two year program to a

degree program at the University of Lethbridge.

The next section will examine previous evaluations and surveys of post-secondary programs for law enforcement personnel.

PRIOR REVIEWS OF HIGHER EDUCATION IN LAW ENFORCEMENT

The Jackson Report

In 1974, the Canadian Association of Chiefs of Police released a report of a project conducted on its behalf by Robert J. Jackson of the National Research Council (48). The report, entitled Selection and Training of Police Officers - Phase I, was intended to be the first phase of an in-depth study of selection and training practices in the law enforcement field in Canada. The report provided a brief summary of the police basic recruit training schools in Canada and their curricula, as well as data relating to the minimum age, height and education standards used by the police forces in Canada. The report also provided a brief summary of university activity in this field. Jackson reported that a number of universities offered certificate programs in law enforcement-related areas. Although many of these have been structured in a similar manner to those of the community colleges, he noted a major distinction between the two types of programs. " . . . the universities operate strictly in the area of academic theory and integrate them into topical law enforcement issues, avoiding technical "how-to-do" courses (48:77)".

His report lists the types of programs offered by some 24 community colleges. He found that " . . . the general philosophy that predominates is to facilitate the availability of suitable employees for interested hiring agencies (48:59)". He found that some colleges virtually duplicated police recruit training, ". . . stating that their graduates are equal to first class constables (48:67)".[9] Other colleges were somewhat less vocationally-oriented, and

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[9] Colleges no longer make that claim today. Only two colleges with specific recruit training functions (Atlantic Police Academy and Lethbridge Community College) list as an objective the preparation of a person for active police duties, although other colleges yet offer a variety of courses in police skills and procedures.

prepared students for official police training. Jackson also referred to supplementary programs, or those which are designed to cover topics not adequately covered in recruit training, e.g. courses in the behavioral sciences, minorities and crisis intervention. These latter programs are offered to officers in service, usually on a part-time basis, or alternatively as "short courses". Jackson's report is unfortunately an incomplete document. The intended follow-up research work was not completed. The basic data which his report provides is generally current, although some significant changes have occurred in the past three years, such as the creation of the British Columbia Police College, and the attempts of community colleges to redefine their roles so they do not overlap with the role of the police colleges. However brief his remarks, and sketchy the data (he provided no specific details of community college curricula) the report shows a good understanding of the status of police training and education in Canada.

The Hoover Report

In 1975, the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance ADministration, a unit of the U.S. Department of Justice, released a report by Larry T. Hoover, on the state of higher education for police officers in the United States (45). His data show that in 1973, 37% of police recruits had had at least one year of college, this increases to 83% for the State of California. Ten per cent of the nation's recruits have 4 or more years of college. This represents a doubling of the rate of police recruits with degrees since 1968. Although college graduates intend to remain with their employer for a shorter period of time than do non-graduates, this trend does not hold for agencies which attract more graduates.

Large agencies, with good salaries and career opportunities and imposing higher educational requirements appear to hold on to their college graduate members.

Hoover's examination of law enforcement college and university programs in the United States cites three major problems:

First, most curricula include far too many professionally oriented courses. Second, most programs place undue emphasis upon curricula designed to train students to perform specific operational tasks. Third, there is a need for criminal justice educational programming to provide a broad theoretical orientation . . . (45:ix).

His reports concluded with a set of recommended curricula based on an examination of the criminal justice system within the context of the liberal arts and the social sciences.

The Tenney Report

In 1970, Charles W. Tenney, former Dean of the Northeastern University School of Criminal Justice, conducted some studies on behalf of the National Institute of Law Enforcement and Criminal Justice, a unit of the Law Enforcement Assistance Administration (LEAA), U.S. Department of Justice (78). He reviewed and analyzed college and university programs in law enforcement of those institutions which had received financial assistance from the LEAA during the period 1966-69. He also reports on some surveys he conducted of graduates of college and university law enforcement programs.

He found that the programs could be generally classified as one of three types. The majority of programs he classified as training programs. He defines as training those activities which meet most of the following criteria.

1. the subject can be taught in a relatively short time;
2. they can be taught by persons who need no more education or expertise beyond the topics being taught;
3. successful learning does not depend on discussion or interaction between student and instructor, or among students; and
4. it is directed primarily to the mastery and application of rules, or to the development of mechanical or procedural skills (78:6-7).

In surveying graduates, this opinion was supported when 64% of respondents indicated that there was substantial overlap between the college program and the recruit program (78:64).

A second type of program Tenney labelled professional. This designation has a variety of meanings. In the context of police work, it has two major connotations (19). The first view, with its roots in the writings of August Vollmer, emphasized the right recruit with the right training. The professional officer is intelligent, expert, and incorruptible; he has an internatized set of values which places the role of the police officer within and for the community; and he acknowledges a bond between the police officer and the citizen. This model depends on higher recruitment and educational standards for police officers. The second connotation is more organization-oriented. The emphasis lies more in the development of rational administrative and technical systems. Professional would mean a police force more independent of the community, composed of technically skilled and well equipped officers. If the individual officers were of low quality, then specialization, technology and paramilitary efficiency would overcome those handicaps.

In the context of police education, a professional curriculum has these connotations.

1. It stresses the study and practice of human behavior and interpersonal relationships.
2. It stresses principles and a critical examination of issues rather than techniques and methods. This permits discussions of alternative means to achieving goals rather than concentrating on finding "one-best-way".
3. Although these programs have some liberal arts and social science options, the courses are predominently police related.
4. Many optional courses extend "recruit-level" courses in order to enable the cadidate to reach a level of proficiency higher than the recruit level. Some courses are designed to create specialists.
5. These programs include a number of supervision and management courses.
6. Foundation courses on the nature of law and other legal courses are typically included (78:10-13).

A professional curriculum usually intends to meet some of the above. Tenney found that fewer than one college or university in 5 offered a program which reflected this orientation.

Tenney also identified a small number of programs with a social science orientation. These programs focus on the study and analysis of the institutions of criminal justice. They are not career oriented any more than a program in political science leads to a career in politics. No program in Tenney's sample conformed to this model, but 14% could be defined as professional-social science programs. These programs were found only in sociology or social work departments of large universities (78:14-15).

Tenney recommends that the most appropriate models are the professional or professional-social science ones. He suggests a number of ideal curricula. A 2-year program would consist of university-level courses in human relations, English, Foreign languages, science and humanities. The equivalent of only one full-course (6 credit hours or 90 total hours) would be devoted to basic criminal justice topics in the first year. This would increase to slightly over half of the curriculum during the second year. Thus over half of the program should be devoted to liberal arts and social science topics.

His major conclusions are that too many colleges are training-oriented and that too many staff members are limited in their ability to devise adequate curricula (78:16, 54-57).

Other Studies

The State of Alabama published a study to assist in a master plan for the training and education of criminal justice personnel in that State (1). Educational institutions in the State offered a Ph.D. in correctional psychology, 3 master's degree programs, 14 B.A. programs and 14 associate degrees in criminal justice or in corrections. These figures exclude vocational and some community colleges which offered non-university transfer programs. The reviewers found that the majority of courses in most of these programs were occupational in orientation, that is, were related to the practice of law enforcement, rather than academically oriented toward the social science or liberal arts. Furthermore, most were viewed as "training" rather than "education", and a pronounced over-lap with the mandated State basic recruit course was evident. They found that faculty members were also under-qualified on the academic side. In the 2-year and 4-year colleges much teaching was conducted by part-time personnel; few teachers had a master's degree.

Almost the entire faculties were composed of serving or former police officers.

In 1968, the International Association of Chiefs of Police, with Ford Foundation support, collected basic data on law enforcement programs in the United States (29). The report listed the title type of degree and the credit-level law enforcement courses for each program director, entrance requirements, statistics of number of students, transferability of credits to universities, the year the program started, and a listing of non-credit programs.

As of 1968, there were 199 colleges and universities which offered 2-year programs; this represents an increase from only 49 programs in 1961. In

1967 23,614 students were enrolled in these programs. In the author's remarks, Crockett stated:

> An associate degree program that will not "transfer" to a senior institution for at least 90% application toward a baccalaureate degree in the criminal justice field is not, in fact, career oriented and should be avoided by police officers and pre-service students . . . (29:1.11).

In the Foreward, written by the Director of the Professional Standards Division of the IACP, George O'Connor, there is reference to "the provincial concept of teacher selection" for these programs. He claims that limiting the search for college instructors to whose primary qualification is police experience, severely limits "the creation of a sound educational foundation for individuals entering the police service (29:iii)".

Discussion

These reviews show that, as far as two-year colleges are concerned, these appear to be few distinctions between the Canadian and American scenes. The American literature is richer, providing greater detail and descriptions of greatest diversity. The American reviewers and evaluators seem to agree that many programs are too training oriented and that faculty members are found wanting. One may speculate that as police officers leave that service to join a college faculty they either emulate the training programs associated with their experience, or they rebel against that background to create what in their minds are radically different ones. But between these extremes of imitation and outright rejection lie the tough, disciplined tasks of curriculum building.

The reviewers of police science programs have joined the ranks of many others who say that not enough is yet known to build one police science curriculum and to require that all potential police officers study it. Given the present state of the art, they merely propose professionally-oriented (as defined by Tenney) and social science curricula and encourage a variety of different programs, provided they do not lead students to a dead-end.

DEVELOPING GUIDELINES FOR COLLEGES

Previous Efforts

Various study commissions since 1931 have advocated the requirement of a baccalaureate degree for all American criminal justice personnel. However, the growth of American law enforcement programs has been due to the development of the community college. Given the variety of the community college response to this need, certain guidelines were felt to be necessary.

In 1968, Thompson S. Crockett and James D. Stinchcomb developed the first widely circulated guidelines recommending a model curriculum: "Guidelines for Law Enforcement Programs in Community and Junior Colleges" (30). This project was sponsored by the Kellogg Foundation and the American Association of Communnity and Junior Colleges. These guidelines presented a comprehensive model for the requirements of a community college law enforcement program, suggesting an advisory council, faculty qualifications, detailed curriculum patterns, facilities and so on, including a list of apparatus required for police-related courses. In recommending a model curriculum, they suggested that only 40% of the course hours be devoted to legal, police, or criminal justice topics (30:18).

Since the appearance of the Crockett and Stinchcomb document, there has been a great deal of further activity of this nature. In 1976, the Criminal Justice Curriculum Institute tackled the problem again. In their report they reviewed thirteen sets of guidelines produced since the AAJC document. Their major criticism was that the guidelines each focussed on one or another aspect of the criminal justice system rather than on the system as a

whole. They did note that almost all emphasized a large liberal arts component based on the social sciences as being most appropriate.

As an appendix to their report they published the "Accreditation Guidelines for post-secondary Criminal Justice Sciences Accreditation and Standards Committee. It recommended a curriculum of which twenty per cent would be devoted to the justice system, fifteen per cent to one sector of the system, e.g. law enforcement, and the remainder (65%) devoted to general education (English, science, government and the humanities) social science and other electives (46:27).

They also recommended that the normal academic qualifications for all faculty members be a master's degree or a law degree (46:51).

It is apparent that most American programs described by the IACP and by Tenney, as well as the Canadian programs described by Jackson, do not meet the latest standards advocated by the AACJS.

Developing the Canadian Guidelines

The purpose of this project is to provide information concerning the college programs to local police executives so that they may make appropriate personnel and other policy decisions which take the existence of these programs into account. A sample of such decisions will be discussed later. Since this group will be the primary decision-makers affected by this evaluation project, we reserved to a respected group of police chiefs the tasks of identifying objectives and of determining to what extent the colleges meet those objectives. One reason for this decision was to ensure that the selected criteria would be "relevant" as far as the police chiefs are concerned. This would help to overcome a possible criticism by police executives that the study is irrelevant to their "real" needs (21:118). For similar reasons, "experts" from community colleges were not involved. Such "experts" may induce the non-expert practitioners to accept different goals on the basis of educational philosphy or practice, research design, or difficulties in obtaining data. Given the purpose of this study, (i.e. what, in the view of the police executives, should community colleges be doing?) the committee was limited to its original composition.

A basic question for the project was "what are the objectives of the programs in question?" We did not undertake to specify a complete set of detailed objectives for a number of reasons, those being related to our adopted model of procedure for evaluation and certain pragmatic factors. The first problem is that college programs serve a wide variety of local and regional needs and programs must be tailored to those needs. For instance in some parts of the country there are well established recruit-level programs available, but in other regions, this task must be taken up by the college.

Second, the CACP Committee possessed neither the time not the skills to elaborate a required set of goals. Nor did the researcher wish to invent a set of goals which the Committee would be asked to approve, thus in a sense usurping their task of setting objectives.

Although the traditional method of evaluation requires that defining the goals of the program to be evaluated is the first priority (80), this has been severely criticized by current specialists, e.g. Scriven (71). An alternative model of evlauation allows goals to evolve from the basic beliefs of experienced practitioners as they examine alternative solutions to concrete problems (70:87). In the case of this project, the goals for the project were clearly stated. Members of the SElection and Training Committee went through a series of exercises which were designed to enable them to express a set of beliefs about desirable and undesirable characteristics of community college programs (33). As they discussed theses, the members of the committee arrived at some general consensus concerning ten general statements about college programs. The final Canadian Guidelines for College Programs in Law Enforcement emphasize the educational role of the colleges by which they provide a general, liberal arts-social science curriculum, supplemented with an introduction to the field of law enforcement and criminal justice. The initial studies in the professional field are to be in the main theoretical analyses of the issues involved, and there should be as little overlap with the content of police recruit courses as possible. The primary objectives of college-level programs for police officers should be to enhance the decision-making abilities and communication skills of police officers within the context of a better understanding of people, of society, of law and of justice. Finally, these programs should open the doors for further study. The Guidelines are listed in Table I.

TABLE I: GUIDELINES FOR COLLEGE PROGRAMS IN LAW ENFORCEMENT

1. The program must be primarily concerned with the educational development of the individual, preferably in an open collegiate environment. This would promote interaction with students of other disciplines and contribute to the broadening of an individual's education.

2. The program should not include skills and materials normally found in recruit courses. Such duplication serves no purpose in furthering the educational development of the individual.

3. The program should devote less than half-time to police related courses.

4. The program should include the study of society, its institutions, and the role of police in society.

5. The program should require a foundation of social science and liberal arts courses, for example:

   - language
   - sociology
   - psychology
   - other academic options

6. The program should offer a variety of related options. Among these should be useful professional courses such as accounting, computer science and information systems, as well as courses which will assist an officer to understand organizational behavior, administrative processes, personnel functions and labour-management relations.

7. All faculty members must have appropriate credentials to conduct academic and professional courses. The normal standard required by colleges for teachers of courses which have transfer credit is the master's degree.

8. Vocational, educational and personal counselling services should be readily available.

9. The admission requirement should be a high school leaving certificate.

10. The orientation of the program should be such that the transfer of credits to neighbouring universities is possible.

Before the Guidelines are applied to Canadian programs, there follows a brief resume of some research related to the effects of higher education on police officers and some notes and definitions concerning academic and professional education in post-secondary institutions.

THE EFFECTS OF HIGHER EDUCATION ON POLICE OFFICERS

That police officers should have a high quality post-secondary education has been stated in the (U.S.) President's Commission Report on the Police (81), publications of the I.A.C.P. (50;69:83), by police executives from the time of Vollmer (19), and other experts such as the American Bar Association (2), and the National Advisory Committee on Criminal Justice Standards and Goals (56). In Canada, Commissionr Maurice Nadon of the RCMP has expressed a similar sentiment:

> Educational standards in this country are becoming higher, more people are gaining a high school education and going on to college than ever before. This means a need for higher educational standards for policemen, if we are to be representative of the community we serve and if we are to strive for greater professionalism. The policeman of today needs to have a liberal education so that he is able to understand the causes of social unrest and can develop ways and means of dealing with these problems (18:19).

As yet, relatively few instances of putting these opinions into the normal personnel policies of police forces have been found.

The reluctance on the part of many senior polie officials stems from a number of practical and attitudinal sources. Some opponents of college education for police officers point out, with reason, that college programs cannot identify good officers and do not "make" a good police officer. Of

course college programs do not, and should not attempt to fulfill these functions which vocational schools (from trade schools to medical schools) traditionally claim. These functions are left to recruit course directors and mentors of rookie policemen. In fact, a major criticism of police technology programs in the U.S. is their heavily vocational orientation (45).

Some opponents go further and claim that college education is harmful. They claim that college graduates develop certain attitudes of superiority. However, these do not seem to be any more serious than those attitudes which all rookies bring to their first assignments. Niederhoffer (57:40) feels that isolating a youngster from "the street" during his college years inhibits the development of police skills. Some also claim that highly educated officers would find police work too dull and routine (57:235). Although there may be some data to support this (69:86), particularly if the officer is left on the same job for many years, a number of writers have held that while on the job, the work of the college graduate is superior to that of the non-graduate and that the higher turnover rate is justified by the better quality of service (86:145). Moreover, other professions which require a college education, e.g. elementary school teaching and nursing, are also characterized by significant amounts of routine work.

Some officials point to the difficulty of obtaining sufficient recruits as a reason not to raise standards. However, in case studies, it has been reported that municipal forces which lowered standards received even less applications, whereas those which raised recruitment qualifications found that both the quantity and quality of recruits increased (69:58-59).

Another conviction of many police officers is that the nature of policing is so unique and is of such a nature that education can have little

impact on the attitudes and performance of the police officer. This view is most strongly made by Chevigny who states that: "Police attitudes are so deeply rooted in the requirements of the job and of society. Education alone cannot change them (25:131)". This view is supported by other students of law enforcement such as Niederhoffer (57) and James Q. Wilson (85). Although education, unsupported by management, leadership or the common value system cannot do it all, some research does show that education can make a difference.

Some Research

Officers of a large American urban police department (1700 officers) were recently studied by means of a self-administered questionnaire (79). Two matched groups of 126 officers of the rank of sergeant and below constituted the sample. They differed only in the completion of a university degree. The non-university group were characterized as wishing to follow a routine, moving quickly against an aggressor, working closely with a supervisor and preferring to receive direction. The university graduate officer is willing is experiment, likes to exercise leadership, uses a step by step method to process information and arrive at decisions, and prefers less direction from superiors (79:58).

In a Canadian study, Stebbins and Flynn interviewed graduates of the law enforcement and community relations program at Memorial University (74). These graduates were members of the Newfoundland Constabulary who were enrolled in a 12 course program conducted by the staff at Memorial University. The authors conducted the study to evaluate whether or not the program met its objectives: (a) provide police officers with the professional knowledge base and skills required in policing ; (b) provide an understanding of the social,

psychological and cultural forces . . . ; and (c) provide a generic training in preparation for advanced study in specialized areas (74:334-5). Twenty officers who had completed one year of the three-year program were matched with twenty colleagues of equal ability and background. All officers were observed for a two or three day period and every encounter with the public was recorded. These activities were followed by interviews. Consistent differences emerged between the two groups. Whereas the two groups saw citizens in similar ways, the diploma group believed that the public viewed them as being more helpful and humane that did the control group, even in serious situations. The diploma group reported concern for the well-being of the citizens and the community whereas the control group exhibited few of theses concers. The subsequent actions of the officers reflected these concerns or lack of them. The diploma group perceived that the public granted tham prestige, whereas the control group perceived a less favourable reflection, one which suggested that the public believed them to be incompetent. These same differences tended to reappear in a apecial study of two officers who were in the control group the first year and the diploma group the second. Their responses and actions shifted to conform to the responses and actions of the diploma group. Thus by giving experienced police officers an alternate perspective, their images can be altered; their behavior changed in consequence; finally they felt that their actions were appreciated by the public they served, which reinforced their images.

Further studies show the effect of higher education on the behavior of police officers. Some writers have commented on the findings of a small Flint, Michigan study, where officers with at least two years of post-secondary education were rated higher by superiors than were officers with no post-secondary education (69:88;45).

Cohen and Chaiken (28), in a study of 1608 police officers over a period of eleven years, found that level of education was related to rate of promotion and less disciplinary action. University graduates had less time off for illness and injury. An improtant study of the Baltimore police force showed that officers with univeristy degrees are consistently rated higher by superiors that officersiwth no formal education beyond high school (38). In this study, the two groups were carefully matched on age, IQ, military service, and race. Of theses variables, only age and IQ were significant, with older and more intellegent officers receiving higher ratings. The author believes that there is no basis for the widely held belief that military service is a positive attribute for police service. He also found that the type of academic program followed (B.A. in English, philosophy, or B.Com) made no difference. That the important factor is a valid university program and not any specific content is supported by a variety of authors (22;84).

A study of Dade County, Florida, police officers supports the general claims set forward above (22). Higher levels of education of police officers were found to be related to superior performance as indicated by fewer injuries, less sick time, fewer physical force allegations, and overall rated performance by superiors. Again the type of post-secondary curriculum was not relevant.

Criminal Justice and Police Science Programs

Some questions have been raised about the failure of graduates of univeristy and college criminal justice programs to out-perform other graduates. The reviews of the criminal justice programs point to some answers. Tenney (78) found many such programs to be heavily vocational and technical in

orientation. Others have pointed out that criminal justice and police science programs tend to segregate their personnel and students from the rest of the institution, thereby reducing the impact of a broad, liberal education (44). Another critic emphasizes the low academic quality of staff members and the absence of research which, together, result in "academic dryness or lack of nourishment (13)". Saunders also feels the police officers rebel against taking "watered-down" courses and prefer solid academic courses. For this reason, many of the best policement opt for a program outside of the criminal justice-police science field (69).

Conclusions

The literature related to the effects of college or university education on police officer attitudes and performance suffers from a number of problems. First, no true experimental studies have been conducted in such a way that all sources of bias have been removed. Second, there is little agreement as to what constitutes effective police performance. Nevertheless, the weight of the evidence, together with the opinions of many leaders and experts is that post-secondary education for police officers is worthwhile and desirable. In a recent address, the Minister of Justice for New Brunswick, the Honourable R.E. Logan, Q.C. reiterated some arguments (52). The role of the police goes beyond apprehending criminals and directing traffic, and greater emphasis is being given to communication, and the educational, counselling and preventative roles of police officers.

> "In order to do justice to the new role, the policeman must be trained and educated for it, and this will of necessity require education beyond the high school years."

The Minister goes on to state that "Post-secondary education must be viewed as an integral aspect of the police profession's education and development programs."

Finally, the literature suggests that, although police officers require training in skills ranging from the simple to the most complex, they also benefit from an education similar to that received by most other professionals. That education which is most appropriate approximates what the university provides: a competent faculty with superior academic standing and research skills; a curriculum which is congitively oriented as well as professionally oriented; contact with a diverse student body. No research to date is available which evaluates the contributions of a training-oriented program at a community college, and a number of writers and researchers have indicated that such programs carry little if any educational benefits.

SOME NOTES AND DEFINITIONS OF PROFESSIONAL EDUCATION

Some terms used in the field of post-secondary education cause considerable confusion since they are often undefined. In this section, the nature of professional versus academic education will be examined.

Although there are those who feel that the liberal arts should be the sole concern of the university, the university's role has always been considerably broader.

The original universities were composed solely of professional faculties: theology, law, medicine and philosphy (to train teachers). The American universities, and to some extent the British, are responsible for the Faculties of Arts, Science and Graduate Studies as distinct from the professional faculties (61). The academic departments in the arts and science faculties have each come to be identified with bodies of "pure" knowledge and methods to verify knowledge, e.g., mathematics, biology and sociology. The task of applying that knowledge is placed in the hands of the professional schools, which prepare the practitioners: medicine, engineering, business, education. Each academic department concerns itself with a discipline, a specific area of content, body of theory, and method of work. Its objective is to define knowledge which is true, valid, and generalized. In constrast, the focus of the professional is the concrete and the practical. The academic's axis for development is the discipline; the professional's axis is the situation. He must examine all facets of a problem. The study of the management system of a police department may call for knowledge of law, societal expectations and cultural values, factors affecting the work and motivation of police officers, the public finances; that is, a knowledge of several disciplines. Thus the scientist in an applied field is essentially a problem-solver who applies

adaptations of conceptual systems from several disciplines in the analysis of a practical situation. The practical tends to be unique and the solution to it will also be unique. Thus, unlike the academician who searches for universal, generalized rules and theories, the applied professional is content with a solution which works in this one instance.

The training which is appropriate to the professional is multi-disciplinary, and hopefully, interdisciplinary. This is not to say that the professional receives "watered down" training. In fact, since the art of solving problems in a real setting, as opposed to the "all-other-variables-are-controlled" laboratory, calls for great skill; the professional must possess a mastery of the conceptual and technical skills he chooses to employ to work on a problem.

Institutions of post-secondary education and training schools organize themselves differently to fulfill various roles, or create different kinds of structures within themselves to achieve different kinds of goals.

Let us look at some ways of examining the educational responsibilities of post-secondary institutions. One way of looking at this is to create a two-dimensional, four-fold table. The two axes shall be

Development of Knowledge, and

Teaching Skill (See Figure 1)

Where you have little of each, you find an instructor presenting prepackaged information or demonstrating skills. This is low-level training. Where both axes are highly developed you have a research, development and training center, such as a graduate school of business, a medical research and training center, perhaps a John Jay College. Where there is a great deal of emphasis on the advancement of knowledge, but little on the skills of teaching, you find many university academic departments, where students come a poor second to research and publications.

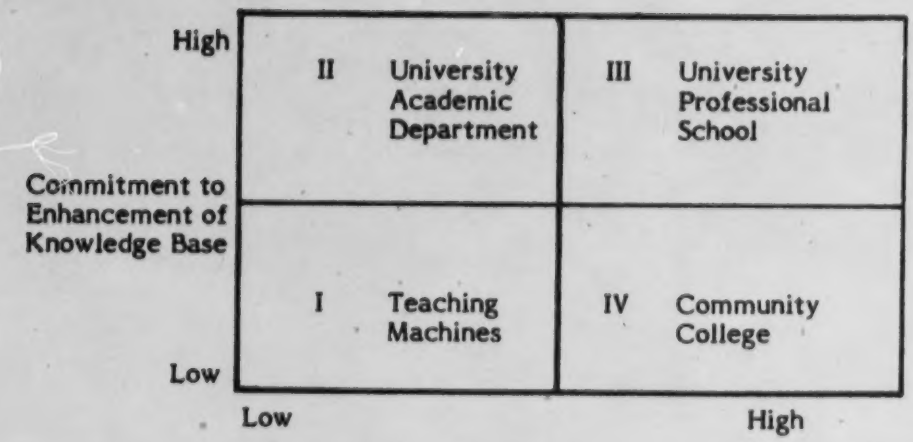


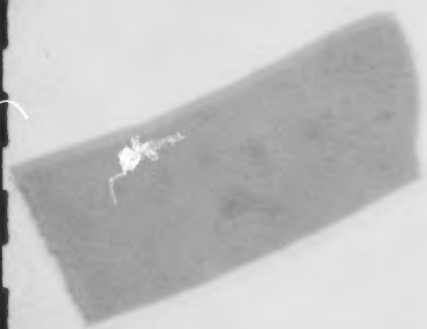
Figure 1: Classification of Orientations of Post-Secondary Institutions

There are many community colleges which fall into the remaining quadrant. Colleges place a great deal of emphasis on developing appropriate instructional strategies and training instructors in their use. However, little effort is placed on developing the knowledge base of a field. It is assumed that the knowledge base is already done. In most cases this is so, but as the study of law enforcement is related more and more to the social and behavioral sciences this is not the case. Not only is the knowledge base now undefined, but the college instructors lack the academic training to make maximum use of the foundation social sciences. On the other hand, the colleges are the educational brokers in many communities. They have the infrastructure, resources and instruction technology to provide training and educational programs of a high calibre. This is particularly true for supervisory and management programs. For police forces, and police systems, to ignore the college, is to ignore a technically competent, cost-efficient source of training. To this extent, colleges are under-utilized by police departments in Canada.

To the extent that Canada has no institutions which can fit into either of the two HIGH KNOWLEDGE DEVELOPMENT quadrants of this model, the police community is being short changed. Although the Ministry of the Solicitor General is funding many projects, and although some universities have major programs related to the criminal justice system, there is no systematic activity at the post-secondary level in Canada directed at advancing the knowledge base for law enforcement. Even at the level of delivery of services only one college has received a special grant to innovate in this area.

Community colleges tend to be vocational institutions. Apart from some community service and university-transfer activities, they prepare people directly for the world of work, College-programs are capstones to secondary

education and are directly career-related. For this reason, the primary qualification of instructors is experience; academic qualifications are of secondary or little importance. Instructors are given assistance to develop teaching skills, but not academic skills. College instructors are expected to TRANSMIT THEIR EXPERIENCE rather than enhance skills in the ability to understand and utilize the social sciences. Therefore the colleges are limited in their ability to deliver a social science-based education, particularly in a field as little developed as law enforcement.



CHAPTER III

APPLYING THE GUIDELINES

One inherent limitation of this project is that it focuses on the INPUTS of college programs, that is, the philosophy and objectives, the established procedures, the curricula, the availability of resources and the characteristics of the faculty members. It pays little attention to the results of the programs in terms of the quality and competence of the graduates. Unfortunately little can even be said of the process by which colleges achieve their objectives inasmuch as college activities were not systematically observed. Inferences about results are made on the basis of a knowledge of resources and of the nature and structure of community colleges in general. This appears to be legitimate within the framework of systems theory (49).

APPLYING THE GUIDELINES

This evaluation is divided into parts, each discussing a group of colleges. The first group includes those colleges for whose students transfer credit is readily available, e.g. Camosun and Douglas Colleges, both in British Columbia. The second group consists of other programs in Western Canada. The third and fourth are identified as the colleges in Ontario and Quebec respectively. The last includes the two colleges which include recruit training in their programs, that is Holland College and Lethbridge. Concluding remarks will include comparisons with university certificate, diploma or degree programs and with police colleges followed by a general evaluation.

Group I

Camosun College and Douglas College in British Columbia have both recognized the role of the police agencies and colleges to provide recruit level training and they have both taken advantage of an under-graduate degree program at Simon Fraser University, so that each college offers a 2-year certificate which: (1) allows for transfer to the criminology program at Simon Fraser University; (2) provides an educational background suitable for a career and further training in the criminal justice system; and (3) provides education for professionals already in the field. To some extent, both institutions must balance the curriculum between the needs of the university or police-college-bound student, and the needs of those students who will move into a position where little or no training will be provided. Neither program includes courses in basic police skills. Both colleges give some recognition for police experience and recruit training: in one case college credits are granted; in another a required course may be substituted by an elective course.

In one college only 35% of the course work is directly related to the justice field, however many of the social science courses are so oriented to police work (e.g. psychopathology, psychology of criminal and deviant behavior), that there is only a small segment of the program available to general liberal arts courses. Consequently in one college, law enforcement students may seldom interact in classes with non-justice system students.

The other college has only 3 required courses, only one of which is a criminal justice course. It estimates that 1/3 of the program which students select is related to law enforcement. Both colleges consider that more than half of the program is given to the theoretical analysis of issues, a

characteristic probably imposed by the university to maintain transfer credit status.

Thus the two colleges would meet guidelines 1 through 6 and 10 satisfactorily, although there is some concern about the following:

1) students should not be 'de facto' isolated from other students;
2) there should be a reasonable number of liberal arts courses (language, mathematics, science, political science) available;
3) it is not necessary that all social science courses be specifically devised for justice personnel.

In both colleges, potential students are now interviewed as part of the admission procedures. One college has had problems admitting inappropriate students. Both admit secondary school graduates or mature students: university matriculation or university entrance standards are not required, in accordance with guideline 9.

Both colleges report the availability of counselling services, but in at least one, the drop-out rate indicates that pre-registration counselling could be improved.

In both cases the faculty represent extensive field experience as well as a better than average academic standing.

Of the four full-time criminal justice faculty members in the two colleges, two have graduate degrees, and a third has a bachelor's degree. Of the 25 part-time faculty, sixty per cent have graduate degrees.

Thus, these colleges have instructors with appropriate credentials, although if the colleges wish to maintain their status as transfer institutions, some academic up-grading of faculty is likely to be required.

These colleges engage in a wide variety of other activities. One

developed and conducts a credit course for the recruit program at the British Columbia Police College, the other publishes a bi-monthly Criminal Justice Bulletin. Both provide workshops, courses and other services for a variety of governmental organizations and institutions which employ personnel who require police or security skills.

In Tenney's term (see p.30-31 supra) one program may be termed a social science program while the other is more of a social-science professional one.

These programs should be strongly supported by the police community. Recruits should be actively sought among their qualified graduates. Officers in service should be encouraged to enroll and complete the programs. Promotion boards should consider graduation from the program as an indicator of past success and potential to cope with future responsibilities. Some thought should be given to equating successful student time to experience for salary purposes.

Group 2

The colleges under consideration here are Mount Royal College, Calgary, Grant MacEwan Community College, Edmonton, and Vancouver Community College, Vancouver.

Vancouver offers a one year certificate program in police administration on a part-time basis to police officers. The content appears to be very basic and of a non-theoretical nature. It does not follow the Guidelines with respect to curriculum or staffing. Vancouver also has a two-year program for full-time students at the Langara Campus. The program does include university transfer courses and a general education component. Over the life of the

program (since 1971) twenty-five per cent of enrollees entered the police service. Of all enrollees only twenty-five per cent completed the two-year programs.

Mount Royal College is a major center for college level studies in criminal justice. There are university transfer programs, pre-career programs, individual study programs and extension services. The two year diploma program deviates from the Guidelines: less than one quarter (15 credits) of the program is devoted to general education; all other courses are criminal justice courses. Some of the latter are based directly on the social sciences, e.g., twelve credits of "human relations" courses. Students may also select nine credits of electives. Mount Royal also has an Arts and Science Diploma with a major in police science. Under this program a student could transfer up to one year of work to selected degree programs at Alberta universities. To achieve this, course selections would be such that perhaps as few as twelve credits from the criminal justice area would be permissible, depending on a student's background and intentions. This program would meet the committee's Guidelines.

Mount Royal's non-university diploma program tends to segregate students from the mainstream of the college and is too professionally-oriented, for, although it conforms to Guideline 5, it does so only in a minimal fashion and Guideline 3 is not met.

This College's pre-registration screening and counselling program is outstanding. Its faculty are well qualified and generally would meet the most stringent set of criteria.

Grant MacEwan's Law Enforcement and Corrections Program is a 2-year program for full-time students. Amost half of the program consists of social science courses (e.g. psychology, sociology, mental health, human

relations). Although these could be scheduled with other students in the college, the law enforcement students are segregated from other students even for these courses.

A good portion of the curriculum includes topics normally covered in a recruit course (approximately 15 credits plus a two-day a week field placement during the second year). Thus far, Alberta universities do not grant transfer credit for courses offered in this program.

The directors of this program appear to have selected an orientation which straddles a technical (in Tenney's terms) orientation and a social science one. This may be due to the lack of adequate recruit training facilities for that group of Alberta towns and cities which have (or soon will have) their own police force but will not have the resources to establish a recruit training program. Thus, graduates of this program are likely to continue to win jobs as police officers in Alberta. Although it is not the purpose of this report to comment on the program's acceptability as a recruit course, it can be stated that the program does not meet the needs of post-secondary education for police officers. Its students are too segregated; the curriculum includes recruit level content; no courses have university-transfer credit value at local universities. On the other hand, its emphasis on social sciences is strong; it has a well-qualified faculty; it seems to conform to most guidelines, e.g., 3 through to 9; it appears to meet local needs as they presently exist.

Colleges in this group should consider altering their perspective from one of "providing additional training" and "relevant" courses in the pre-service programs to one of providing a good education with an introduction to law enforcement. For police officers in service, the same orientation should apply, but additional programs could be offered which extend and go beyond

recruit level training to develop specialists and supervisors. However, these latter should be carried out in co-operation with local police services, perhaps on a contract basis.

Group 3

Included in this group are all the Ontario colleges of applied arts and technology which offered "Law Enforcement and Security Administration Programs". These are two-year programs, and they all follow, more or less, the general guidelines for the courses published by the Ontario Ministry of Colleges and Universities (see Appendix D).

Because of the nature and constitution of Ontario's colleges, they are constrained from conforming to the Guidelines. Since these programs are all considered to be pre-employment programs the general policy is to restrict the general liberal education component to one third of the program. On the average, over thirty per cent of each program duplicates normal recruit course content, e.g. police operations and procedures, study of statutes and laws, and self-defense.

No university-transfer courses are offered. The faculty members of the colleges tend to be former policemen rather than academics. Three quarters of the full-time faculty have five or more years of experience in police work; the remainder have either less police experience or experience in related types of work, e.g. corrections or security. For most colleges, no full-time faculty member in this program possesses a graduate degree. Approximately half of the faculty have a B.A. or the equivalent. Most colleges require only a high school certificate (or mature student standing) for admission, but others also require that students meet police or corrections physical requirements.

It may seem rather unjust to describe the thirteen colleges as a group since there is considerable variety amongst them. However, the assigned role of the colleges in the educational structure of the Province causes major problems. Some colleges, notably Seneca, Sir Sandford Fleming and Niagara have made good efforts to provide a balanced curriculum with the liberal arts and the social sciences providing a good general education. Algonquin College provides a Social and Security Administration Certificate program for police officers at the request of the RCMP. Candidates can select a variety of courses from the social science catalog of the College.

Although community colleges in Ontario may provide adequate programs for the non-police sector of the justice system, and although they may be well equipped to provide a range of post-recruit training services and programs, under the present circumstances, they have not provided an adequate pre-service program which can conform to the Guidelines.

Group 4

The Quebec colleges form this group. All but John Abbott College in Montreal offer their programs in French. Since it is a centralized system, all course descriptions and programs are the same.

Quebec's program is of three-year duration. The first year is in fact a twelfth year of general education with 9 credits (out of 30) in the field of criminology and justice. In the second year, almost two thirds can again be considered as general education and social science education. The third year is all police-related: fifteen weeks of police techniques and procedures and fifteen weeks of recruit training at the Quebec Police Institute.

The program is designed to be vocational. Only those who meet the eligibility requirements of the Police Act may register for the program.

In terms of the Guidelines, the curriculum conforms well, except for the fifth semester, which is practical in its orientation. Students, via options and required humanities and language courses, are integrated into main student body of the college. The instructors appear to have appropriate academic backgrounds; however although they do offer a variety of courses which deal with police methods, they have little or no related police experience.

The Quebec educational system permits graduates of CEGEP professional programs (e.g. Police Technology) to enter professional faculties of Quebec's universities (e.g. law, education, adminstration). A Police Administration degree program to be offered by the University of Quebec is currently being discussed.

These programs can be highly recommended. Some consideration should be given to altering the fifth semester.

Given the orientation of the Guidelines, a suitable pre-requisite for recruit training in Quebec could be the first two years of the police technology program, or any two-year academically oriented (Diploma d'études collégiales (D.E.C.) en formation générale) program leading to university entrance in an academic discipline.

Group 5

The two colleges, Holland Community College and Lethbridge Community College, in this group, combine recruit training with some post-secondary education.

The Atlantic Police Academy is a separate unit of Holland College. It provides a recruit course for police officers as well as supplementary courses and programs for police forces in the Maritime Region. The distinction between it and any other police academy or police college is slight. It is housed in the community college, and advantage is taken of the educational, physical and professional resources available at the college. There is little integration on an educational level with other students. Further, police students wear uniforms and some regulations apply to them but not to other students. Although the program claims to provide a major theoretical component, the program description suggests that it is much more technical than theoretical. No courses carry university credit. The full-time faculty, for the most part, are former police officers. Of the eight instructors, one has a university degree. The length of the program, 33 weeks, is longer than any other recruit course in Canada, and it is equal to one academic year.

The Lethbridge program is designed to meet the needs of candidates for small police forces which do not have the resources to provide recruit training. Approximately half the two-year program consists of general education, and the graduate may obtain one half to one full year advanced standing at the University of Lethbridge.

The program appears to conform to all the Guidelines except that it provides courses in basic police skills, which it must do in the circumstances.

Inasmuch as this program meets the criteria of the Guidelines, police services without access to recruit training services should investigate it with a view to either hiring its graduates or contracting for its services.

AN ALTERNATIVE: THE UNIVERSITIES

There exist in Canada a wide variety of certificate programs offered by Canadian universities, which are designed at least in part, for the police officer. A list of universities and their programs are listed in Appendix C. Extension programs are available at the following universities: Vancouver, Regina, Manitoba, Winnipeg, Windsor, Toronto, Montreal, Quebec, New Brunswick, Memorial, St. Mary's and possibly others. These certificates typically admit mature applicants who do not possess normal university entrance requirements; they are composed of both normal university credit courses and specially designed non-credit courses. Although the majority of the instructors are academics, many are well acquainted with policing and they are invited to lecture at police colleges, give in-service workshops, and participate at their conferences. These programs are clearly distinct from the community colleges and the police colleges in terms of:

1. orientation of the program,
2. background and skills of the instructors,
3. content of courses.

This discussion will be taken up in the next section.

DISCUSSION

The intent of post-secondary education for police officers, in the present context, is not necessarily to improve their technical skills in police methods. That task the police profession wishes to reserve to itself through the means of recruit training, in-service training, and advanced training at a variety of police colleges or agency-sponsored programs. The colleges can participate

in all of these activities, of course, but only as active partners with police agencies. A discussion of possible roles for the colleges in these areas will be taken up later. The intent of post-secondary education for police officers is to give a better understanding of the nature of justice and social control in society and the functions of the law enforcement function within society. Further, police officers should be introduced to the study of the culture of and value systems of our society, together with an appreciation of the diversity of legitimate forms of expression of that culture and of those value systems. Although these are the basic stuff of life and living in a thriving society, the understanding of these can be enhanced by a study of the liberal arts and the social sciences: literature, language, philosophy, psychology, sociology, anthropology. Major facets of modern life are appropriate fields of study for police officers: politics, or how our society expresses its values and makes major decisions; engineering and science, or how we transform resources into energy, utilize the laws of nature for man's benefit; administration, or how we harness the energy of people and things to produce goods and services; communications, or the transmission of images and ideas through media from the spoken word to the computer.

There is no assumption that the few courses in any one of these areas will make a potential police officer competent in any one of these areas. It takes up to eight years to educate a registered psychologist: one or two introductory courses is hardly a beginning. The purpose of the college is to open up the student to the possibilities that each of these realms of knowledge can bring to police work if they are explored further. A purpose, therefore, is to make further study, either at a university, or through some other means, possible. Although Dalley (31) alluded to the desirability of sending officers

back to university during their career, the idea is expressed more generally in a major report on education by the United Nations Educational Scientific and Cultural Organization (UNESCO):

> We propose lifelong education as the master concept for educational policies in the years to come for both developed and developing countries (37:182).

As individuals sense the need for education, it should be available to them in a variety of formats. The community colleges are among the best institutions available to fulfill this role. The point of this report is that the potential police officer should not find himself or herself in a "terminal" program which makes further formal education impossible, or which will require a student to repeat earlier learnings for the sake of institutional requirements. These are among the major reasons for insisting that any pre-service program in the criminal justice field be comprised of a liberal arts component, a social science component, options, and a limited number of law enforcement topics of the most general, theoretical type. This is the type of education every competent professional in the public service should have; as the police officer decides to pursue his education, he should find that his prior education was an aid and not a hindrance.

In general, the community colleges in Canada have adopted a criminal justice orientation for their programs, rather than limiting their concern to "police science". This attempt to provide a more useful theoretical concept under which to organize programs does lead to certain dangers. The liability consists in the opportunity to group a variety of criminal justice programs together. In so doing, there then become several masters to serve:

police services, correctional services, court and probation services, private security sectors, and so on. These other clients differ in a major way from the police in that these clients require a complete technical training program to prepare them for jobs. There are no orientation or recruit courses waiting for them. In attempting to serve more than one client, the college gives the police student technical instruction that will be available later (in a mandatory fashion) at a police college. If colleges are to continue to group police programs with those for other groups of clients, the proper needs of the law enforcement student will have to be kept in mind. Colleges should not, in any pre-service program, attempt to out-guess or out-do the police college recruit course.

In order to adequately meet the needs of the law enforcement student at the pre-service phase of education, the role of the colleges is now clear. At the in-service stage, the colleges can perform further services. They can offer essentially the same courses to experienced officers. In addition, as needs arise special certificates and courses can be developed. The Social and Security Certificate Program offered by Algonquin College is one example. If a service wishes to up-grade the quality of its supervisory services, the colleges, in co-operation with their business faculties, can provide good courses. When the need for new training on a wide scale is required, the colleges are capable of responding quickly and effectively with a minimum of red tape. Topics which can be studied at greater length and in greater depth at colleges than in recruit courses are the following: nature of drug and alcohol abuse; normal and deviant personality; advanced studies of laws and statutes; studies of sub-cultures and minority groups; theoretical and historical studies related to human rights;

juvenile delinquency; and other topics. Many of these could be developed in co-operation with police services and some courses could be reserved for police officers. Colleges are also capable of offering on a continuing basis such courses which police officials feel may be required for police up-grading, for the development of specialists and for the further training of supervisory personnel. These courses could be designed so as to supplement and complement courses offered at provincial police colleges and the Canadian Police College.

In addition, community colleges may use their resources to conduct courses and programs in this area for the general public. The criminal justice system and the law enforcement function are critical to our society. It would benefit society if more citizens would become aware of them through an academic study of these topics as valid branches of sociology or government studies.

A major problem of the colleges is to integrate their programs into the current framework of the services provided by police agencies and the universities. At the moment there is a lack of integration among these agencies in many parts of the country. Part of this may be attributed to the newness of the colleges and their programs; part may be attributed to the reluctance of police agencies to consider the colleges as potential partners in the task of providing training and education for police officers. It is for the police community and the colleges together to solve these problems.

Nevertheless, with some notable exceptions in various parts of the country, pre-service and in-service programs for the law enforcement sector offered by the community colleges have not been successful. The large drop-out rates from the programs, the relatively small proportion of students

enrolled in the programs who enter the police service, and the lack of explicit support from major police organizations attest to the existence of problems.

Another indicator of a problem is the similarity between the community college program and the police college. If the community colleges are to be in a position to make a substantial contribution to the field of law enforcement they must be different from both the university and the police college. Since the Guidelines recommend that the programs be quite university-like in nature, it is evident that universities, if they wished, could do a more than adequate job of the task. In fact, as has been seen, universities in all parts of Canada have begun to offer certificates specifically designed for the police officer and some are contemplating degree programs. Nevertheless, the role of the community college could remain, for the community college does have a variety of advantages over the university, particularly in availability, adaptability, responsiveness to local needs, and willingness to consider the educational needs of all adults.

The colleges claim to provide a program which the police colleges cannot provide. In fact, the differences between the two tend to be MARGINAL. Community colleges in a large measure have a mandate to offer programs which lead directly to employment. Law enforcement programs do this for many of their criminal justice students, but attempt to avoid being identified with that role in the case of potential police officers. However, the graduate who enters the police college has had much the same program as the student who enters the private security firm. One college in a province served by a police college has a 70% overlap with the police college curriculum. Whereas this appears to be the worst case, many colleges have a significant proportion of courses which duplicate recruit courses. In some cases, the few

social science courses that the community colleges have as part of their program are the major differences between the two types of institutions. The effect of these is to treat some basic concepts at greater length, but not necesarily at greater depth. This tends to be only a marginal difference, and the effects are minor.

Both types of institutions typically have the same kind of instructors. Most full-time members of community college law enforcement programs are former police officers, with little or no formal education in the social sciences or liberal arts. They are interchangable with the permanent instructors of the provincial police colleges. The instructors, co-ordinators and curriculum builders do not have the academic backgrounds to develop and teach the courses required to achieve their aims. Their backgrounds tend to be in police training, and not in professional social science education programs.

Overall, the orientation of the college programs appears to be vocational. By and large, police science students are segregated from other students; many are screened for possible police duty; full-time staff members tend to be former police officers without adequate academic qualifications.

Universities differ from police colleges in orientation, in the nature of courses offered, and in the background of faculty members. University certificate programs in many cases come closer to meeting the Guidelines than do community colleges.

CONCLUSIONS AND IMPLICATIONS

Given the findings of earlier writings in this area, and considering the evaluations contained here, three conclusions are tentatively set forth:

1. In the long run, it is preferable for a police officer to work towards a university degree than to spend an equal amount of time at a community college in a non university-transfer program.
2. The nature of the degree program is not important. Studies in "criminal justice" as they presently exist are not proven to be more useful to police officers than other programs (e.g. philosophy, literature); the police community as a whole probably benefits from police officers with a wide variety of academic skills.
3. Many colleges will have to undergo a substantial re-orientation if they are to conform to the Guidelines. This process may involve the definition of a new philosophy for the law enforcement programs, alterations in the curriculum and resultant modifications in entrance standards and faculty qualifications.

From a somewhat wider perspective than that which arises directly from this report, a number of implications are suggested. It is recommended that various agencies with direct concerns in this area make use of this report.

The first major groups concerned are the Canadian Association of Chiefs of Police, regional and provincial associations of chiefs, and individual police executives. They should determine the modes of interpreting and applying these Guidelines in areas where they have jurisdiction, and to make their own sets of recommendations in their appropriate spheres of influence.

Individual police forces should examine the educational resources available in their areas with a view to modifying their recruitment, personnel and training policies.

Police Commissions and governors of colleges should use the Guidelines as a basis for discussions on policies for educational services to be made available to police officers. Representatives of police services who serve on advisory committees for college programs should use the Guidelines as a basis for recommending changes in the programs and for evaluating the effectiveness of the programs.

Universities should examine the report to obtain a view of the educational requirements of the law enforcement sector of society. Various university departments could develop courses which focus on this area.

Finally, governments should examine ways in which they could improve the development and delivery of appropriate educational and research services for the police community.

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APPENDIX A: SELECTION AND TRAINING COMMITTEE MEMBERSHIP

Mr. Jacques Beaudoin, Director General
Quebec Police Force

Chief D.K. Burrows (Chairman)
Peel Regional Police Force

Chief E.W. Ferguson
Saint John Police Department

Chief M. Gardiner
Glace Bay Police Department

Mr. W. Harasym (Secretary)
Canadian Association of Chiefs of Police

Chief A. Huget
Regina Police Service

Mr. G.B. Kilcup, Director
British Columbia Police College

Mr. J.L. Mennill, Director
Ontario Police College

Chief Superintendent R.G. Moffatt, Director
Canadian Police College

Chief B. Sawyer
Calgary Police Service

Chief N.M. Stewart
Winnipeg Police Department

Chief G.V. Torrance
Hamilton-Wentworth Regional Police Force

Chief D.L. Winterton
Vancouver Police Department

APPENDIX B: LAW ENFORCEMENT/CRIMINAL JUSTICE PROGRAMS OFFERED BY CANADIAN COLLEGES

NAME OF COLLEGE	PROGRAM TITLE	CORRESPONDENCE (C) P.T. OR F.T.	DURATION
BRITISH COLUMBIA			
Douglas College	1. Diploma of Associate in Criminology	F.T.	2 Years
	2. Certificate in Criminology	P.T.	1 Year
Camosun College	Criminal Justice Program	F.T.	2 Years
Vancouver Community College	1. Police Administration Certificate (Eric Hamber Campus)	P.T.	1 Year
	2. Criminal Justice Diploma Program (Langara Campus)	F.T.	2 Years
ALBERTA			
Mount Royal College	1. Criminal Justice Diploma	F.T. & P.T.	2 Years
	2. Criminal Justice Certificate	F.T. & P.T.	1 Year
	3. Criminal Justice Extension	P.T. & C.	1 Year
Lethbridge Community College	Law Enforcement Diploma	F.T.	2 Years
Grant MacEwan College	Law Enforcement and Corrections	F.T.	2 Years
ONTARIO			
Niagara College	Law and Security Administration	F.T.	2 Years
Cambrian College	Law and Security Administration	F.T. & P.T.	2 Years

APPENDIX B: (CONTINUED)

St. Clair College	Security Administration	F.T.	1 Year
Algonquin College	1. Law and Security Administration	F.T. & P.T.	2 Years
	2. Administration de la loi et de la securité	F.T. & P.T.	2 Years
	3. Social and Security Administration Certificates	P.T.	7 Courses
Georgian College	Law and Security Administration	F.T.	2 Years
Fanshawe College	Law and Security Administration	F.T.	2 Years
Mohawk College	Law and Security Administration	F.T.	2 Years
Sheridan College	Security and Law Enforcement	F.T.	2 Years
Seneca College	1. Law Enforcement	P.T. & F.T.	2 Years
	2. Law Enforcement - Correspondence	C	
Sir Sandford Fleming	Law and Security Administration	F.T. & P.T.	2 Years
Confederation	No Response		
Humber College	No Response		
Conestoga College	No Response		
Loyalist College	No Response		
PRINCE EDWARD ISALND			
Atlantic Police Academy	Police Technology (Cadets)	F.T.	1 Year
QUEBEC			
The following CEGEP's offer a program in Police Technology			

APPENDIX B: (CONTINUED)

Collège de Rimouski	F.T. & P.T.	3 Years
John Abbott College	F.T. & P.T.	3 Years
Collège de François-Xavier Garneau	F.T. & P.T.	3 Years
Collège de Sherbrooke	F.T. & P.T.	3 Years
Collège de Trois-Rivières	F.T. & P.T.	3 Years
Collège de l'Outaouais	F.T. & P.T.	3 Years
Collège d'Ahunsic	F.T. & P.T.	3 Years
Collège de Maisonneuve	F.T.	3 Years

Other CEGEP campuses offer part or all of the 3-year program on a part-time basis to serving police officers:

Collège d'Alma
Collège Bourgchemin (Drummondville Campus)
Collège de Joliette
Collège de St-Jérôme
Collège de Nord-Ouest (Rouyn)

APPENDIX C: UNIVERSITIES OFFERING LAW ENFORCEMENT PROGRAMS

The following is a list of universities offering programs in law enforcement or related areas:

BRITISH COLUMBIA

Simon Fraser University
University of British Columbia

MANITOBA

University of Manitoba
University of Winnipeg

SASKATCHEWAN

University of Saskatchewan

ONTARIO

Woodsworth College, University of Toronto

QUEBEC

University of Montréal
Université de Québec à Trois Rivières

NEW BRUNSWICK

University of New Brunswick, St. John Campus

NEWFOUNDLAND

Memorial University

NOVA SCOTIA

St. Mary's University

APPENDIX D: ONTARIO PROVINCIAL PROGRAM GUIDELINES FOR COLLEGES OF APPLIED ARTS AND TECHNOLOGY APPROVED NOVEMBER, 1976

LAW AND SECURITY ADMINISTRATION

1. PROGRAM DESCRIPTION

The programs are two academic years in duration and are designed to prepare students for careers in Law Enforcement and related fields. The programs will encompass a wide range of activities such as: police, security, customs and private investigation fuctions.

Each two year curriculum includes courses in professional subjects (Administration of Justice, Law Enforcement Concepts and Practices, Security Services), social sciences (Psychology, Sociology) and the humanities (english and general studies).

2. ENTRANCE REQUIREMENTS

In addition to the standard college entrance requirements, candidates wishing to pursue a career in police work should meet the requirements as specified by individual police forces.

3. GENERAL PROGRAM OBJECTIVES

(1) To offer to the student an introduction to the entire field of the administration of justice and in the evolution of law to the current law; how and by whom those laws are enforced; and the consequen-

ces to be suffered by offenders.

(2) To create in the student an interest in the field of the administration of justice and to motivate him to further study.

(3) To broaden the student's educational background through studies in related social and behavioral sciences, and in humanities.

(4) To provide the student wishing to enter the field of security with basic education and training commensurate with the need for professionalism in private policing.

4. EMPLOYMENT OPPORTUNITIES

Students are prepared to pursue careers with: municipal, provincial, or federal police forces, commerical security agencies, industrial security agencies, private investigation firms, customs and immigration.

5. CURRICULUM

The curriculum is divided between General Areas and Professional Areas. The following are considered essential areas of study:

GENERAL AREAS	PROFESSIONAL AREAS
(i) English	(i) Administration of Justice
- written communication	- Introduction to Law
- effective oral communication	Introduction to the Criminal Code
	- Theory of Criminal Responsibility
	- Defences of Particular Interest
	- Organization and Function of Trial Courts

- Procedures for Trial by Indictment and Summary Trials
- Punishment, Probation, Corrections and Parole
- Analysis of Selected Criminal Code Offences
- Selected Offences and Procedures from Provincial and Federal Statutes
- Traffic and Accident Investigation
- Civil Law

(ii) Law Enforcement Concepts and Practices

- Role of Police in Society
- History of Police
- Use of Force by Persons in Authority and Others
- Compelling Appearance of Accused Persons and Interim Release
- Procuring Attendance of Witnesses
- Searches With and Without Warrant or Writ of Assistance
- Canada and Ontario Evidence Act
- Rules of Evidence
- Statements, Admissions, Confessions by Accused Prsons
- Case Preparation and Presentation of Evidence
- Identification Parades
- Public Relations (Highway Traffic)
- Police-Community Relations and Ethics

- Law Enforcement Supervision (How to be Supervised)
- Forensic Science
- First Aid
- Basic Photography

(iii) Security Services

- Industrial and Commercial Security
- Private Investigations
- Theft Control
- Fire and Safety Control
- Strike, Riot and Disaster Control
- Special Security Problems
- Loss Prevention and Reporting

(iv) Behavioral Science

- Introductory Psychology
- Human Growth and Development
- Social Psychology
- Introductory Sociology
- Deviance
- Crime and Delinquency
- Rehabilitation Services
- Crisis Intervention

In addition to the above essential areas of study, students will take general education courses (electives) in accordance with the policy of the colleges and the guidelines issued by the Ministry of Colleges and Universities.

6. FIELD PLACEMENT

While recognizing the difficulty of arranging field placement for all students in all colleges, field placement is deemed valuable and recommended where possible. Efforts should be made by the programs to secure field work consisting of field visits, field observation, field practice and field placements.

7. PERFORMANCE CRITERIA

At the end of the 2-year program, students should know:

(1) Law Enforcement

(a) The origins and history of law.

(b) What constitutes an offence in selected federal and provindial statutes enforced by police forces.

(c) The rules of precedence, and have a working knowledge of the effects of case law on the administration of justice.

(d) The areas of federal and provincial responsibility for the administration of justice.

(e) Trial procedures.

(f) The law respecting the use of force and power of search.

(g) How accused and witnesses are compelled to attend court.

(h) The rules of evidence, how real evidence is secured and offered at court, and the right of and accused.

(i) How to prepare Crown brief.

(j) Ethical standards of conduct expected of police forces.

(k) Law respecting punishment, probation and parole.

(l) The principles of good police public and community relations.

(m) Crime Prevention procedures.

(n) How to prepare a scale drawing of a crime of accident scene.

(o) Forensic Science.

(2) Communication

(a) How to prepare accurate and concise reports.

(b) How to communicate orally with such groups as:

- victims of crime
- developmentally handicapped persons
- witnesses and suspects
- persons influenced by drugs or alcohol
- juveniles
- minority groups

(c) Principles of crowd control.

(d) How to develop powers of observation and memory.

(3) Behavior Science

(a) How to understand self and recognize personal limitations

(b) The principles of:

- group dynamics
- deviant behavior
- social and abnormal psychology
- juvenile delinquency
- cultural differences

(c) Know the principles of effective family crisis intervention.

(4) Physical

(a) How to give first aid to certificate level

(b) Basic skills in unarmed defence and methods of restraint

(c) How to apply water safety rules.

(5) Identify, Select and Use Equipment

(a) How to use photographic equipment effectively

(b) What communciations equipment is used in police forces

(c) What weapons are used in police forces.

(6) Security - Commercial, Industrial and Governmental

(a) Loss prevention generally

(b) Who is responsible for security and why

(c) The objectives of security

(d) The threats to security

(e) Categories of security

(f) Methods and causes of sabotage

(g) Methods of theft and fraud

(h) Methods and targets of espionage

(i) Security of areas

(j) Perimeter and internal barriers

(k) Protective lighting methods

(l) Intrusion alarm systems including alarm reporting systems and industrial monitors

(m) Access control methods

(n) Security of property in transit

(o) Investigative techniques including preservation of crime scenes

(p) Security force equipment including vehicles and communications systems

(q) Fire prevention and "first aid" firefighting

(r) How to conduct security surveys

(s) Duties of security force in respect to labour unrest

(t) Basic principles of computer security

(u) Duties of security respecting emergencies including bomb threats.

The above represent the specific skills the graduate is taught by the program. The knowledge base is reflected by the stated curriculum.

APPENDIX E: QUEBEC'S COLLEGES OF GENERAL AND PROFESSIONAL EDUCATION

(COLLEGES D'ENSEIGNEMENT GENERAL ET PROFESSIONEL CEGEP)

PROGRAM IN POLICE TECHNOLOGY

YEAR 1

First Semester

English
Humanities or Philosophy
Introductory Mathematics
Criminology I
Introduction to Psychology
Introductory Sociology

Second Semester

English
Humanities or Philosophy
Statistics
Criminology II, Judicial Criminology
Administration of Criminal Justice
Human Relations

YEAR 2

Third Semester

English
Humanities or Philosophy
Penal Law I
Police Organization
Introduction to Sociological Inquiry Techniques
Introduction to Principles of Administration

Fourth Semester

English
Humanities or Philosphy
Penal Law II
Police Functions
Juvenile Criminology I
Behavioral Science and Management of Personnel

YEAR 3

Fifth Semester

Criminalistics
Penal Law III
Interview and Interrogation Techniques
Police Inquiry Techniques
Seminar

In addition, the student shall take one of the following courses:

Traffic Control
Ambulance Techniques
Legal Identification

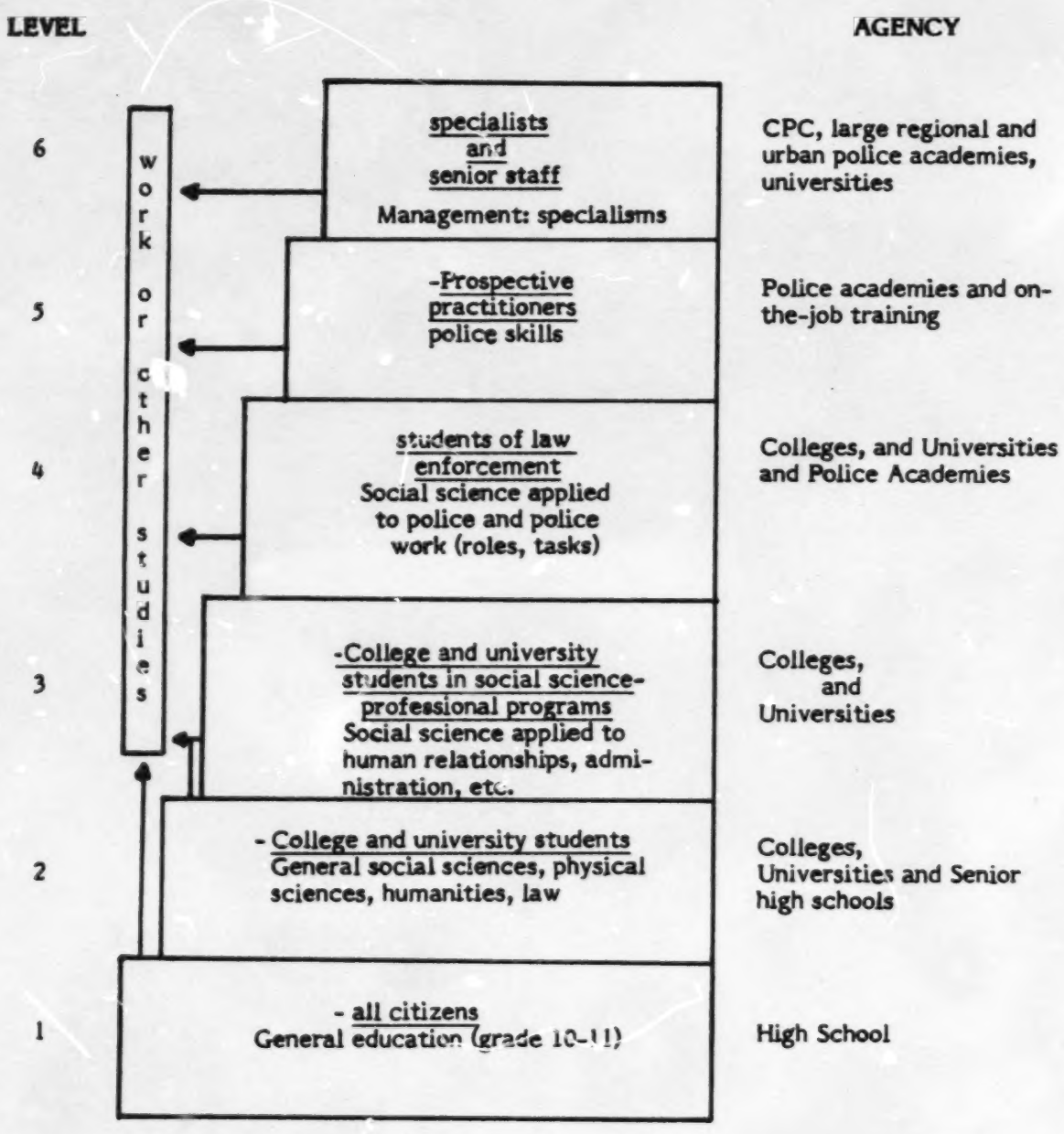
Sixth Semester

Quebec Police Institute Recruit Course (15 weeks)

APPENDIX F: A MODEL FOR POLICE EDUCATION

The model attempts to locate police within the framework of public education. Beginning at about grades 10 or 11 in high school, students begin to diverge in their academic interests, some beginning to place major emphasis on physical science, others the liberal arts, and others the social sciences. At about the grade 12 or 13 level, those who intend to enter one of a variety of social science based professions which may or may not require a university degree (e.g., nursing, education, business, police, social work, public administration) will add to their program a variety of applied social science courses (interpersonal relations, communications, motivation, administration) which are common to a wide range of occupations and interests. Those interested particularly in the criminal justice system in our society will also add courses specifically related to this domain. Since the police is an integral part of the criminal justice system, some students preparing for a career in a non-police aspect of the criminal justice system will wish to follow one or more courses in this area. Furthermore, other students may wish to take one or more courses in this area as a part of their general education. This move is as valid as the study of any other function of society, e.g., the political function, the economic function, the government function, and so on. Parenthetically, one may consider whether or not it is a "good thing" that: (1) more citizens gain better information about the police function; and (2) the educational experience of potential or actual police officers be altered by studying the police function with some students whose primary orientation is not the police. These questions must be considered when financial constraints impose limits on class size.

A MODEL FOR POLICE EDUCATION



The model indicates that as one moves up the model the topics will be studied by successively smaller groups of people. A time sequence is not implied.

The prospective police recruit or serving officer will also take courses (for the first time or as a "refresher") in various police skills, methods and techniques proper to his profession. These may not require high levels of academic attainment, but generally, they require high levels of technical competence, coaching by expert practitioners who can instruct, and extensive practice under conditions which resemble the "real world" as much as possible. These courses should be limited to those who fully intend to make the police a career and who meet all other requirements (psychological and physical standards).

Before moving on to the apex of the model, it should be noted that there is no necessary pedagogical reason why the courses must be taken in the sequence stated above. On the contrary, a mix of courses from each of levels 2 to 5 at any one time is probably desirable.

The term specialization as used in the model refers to a wide range of special needs of police forces beyond that normally provided in recruit training. There is the need for courses for police managers and supervisors. These can be economically conducted at police academies and community colleges. Higher levels of police commanders should have available university programs in management with specialities in police administration. Engineers, salesmen, school principals, managers in the public service typically complete a master's program in the administration of their particular type of organization (MBA, Master of public administration, master of educational administration). Since this is not practicable at present in Canada, a B.A. in police administration or a police administration major in existing bachelor of administration programs should be a feasible target. Some police officers and instructors may seek degrees in criminology, psychology, sociology, or political

science. Each of these will give the police commander or instructor a systematic basis to conceptualize, analyze and evaluate the role of police in society.

Some specializations may require the collaboration of expert practitioners and academics, e.g., interrogation, identification, youth work, community relations, crisis intervention, police education, training, and management development. Other specialities are perhaps available only at universities or speciality institutes: accounting and stock frauds; information systems and computer crime; explosives including potential use of nuclear devices by terrorists; political intelligence.

The decision to locate any specialty course in a college, academy or elsewhere will depend on factors such as cost, estimated effectiveness, and availability of expertise and other resources. Thus some can be located in colleges, academies, local training centers or in universities.

UNIVERSITY OF CALIF.
LOS ANGELES

OCT 12 1979

CLEARINGHOUSE FOR
JUNIOR COLLEGES